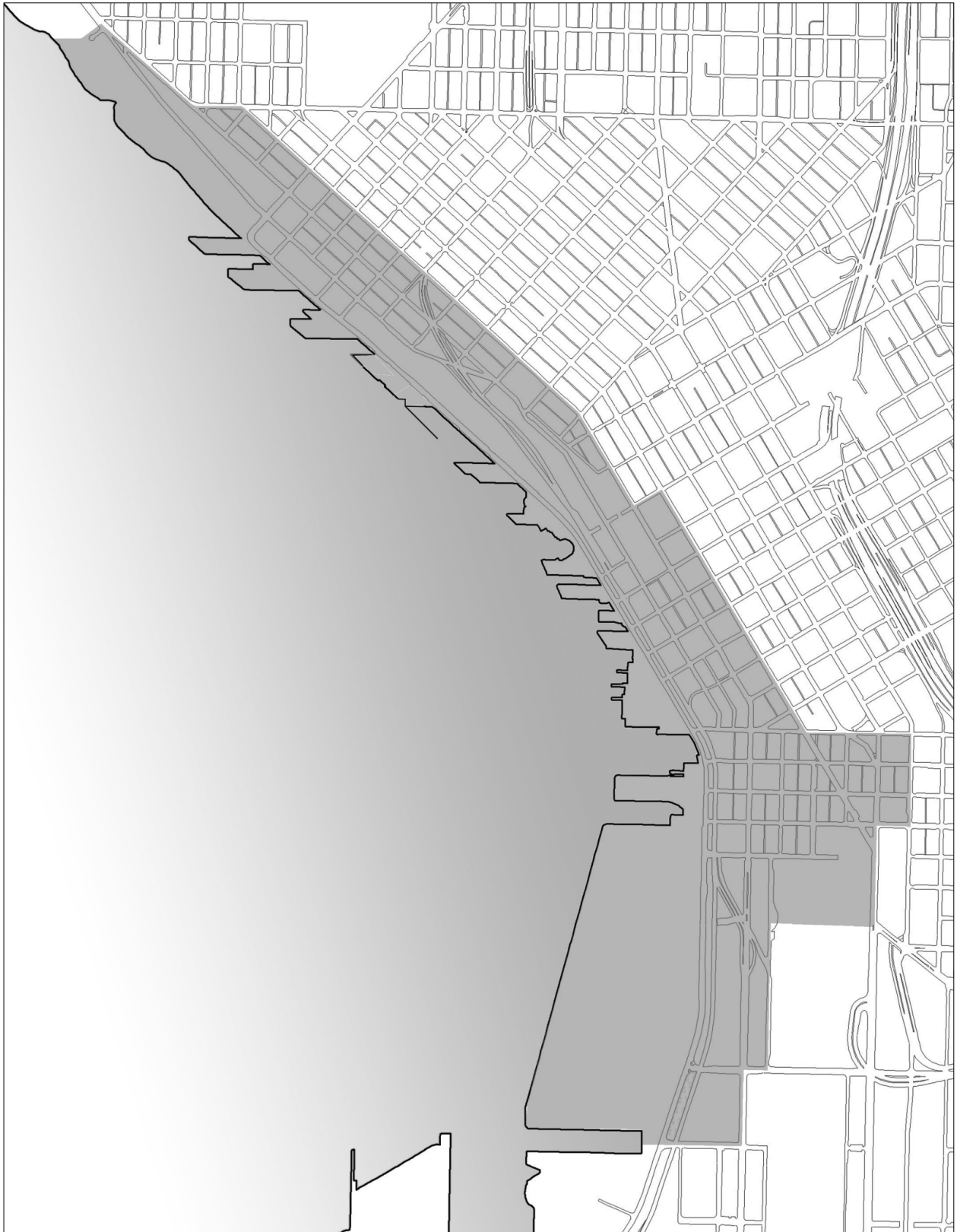


Background Report  
**Land Use:  
Functions and Activity**  
*December 2003*

## Seattle's Central Waterfront Plan: Study Area



# Land Use: Functions and Activity

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## Overview

The Central Waterfront planning area encompasses a corridor extending roughly two miles along the shoreline edge of the Center City--paralleling Alaskan Way from South Atlantic Street to Myrtle Edwards Park. The current shoreline is characterized by a strong north/south linearity, with historic finger piers set in a southeast/northwest alignment against the seawall, giving the area its unique physical character. With spectacular views of Elliott Bay and the Olympic Mountains, and the planned replacement of the Alaskan Way Viaduct, the area possesses major opportunities for redevelopment, as well as significant physical constraints.

In addition to the shoreline portion, the planning area also extends inland to include areas that would most likely influence or be influenced by conditions in the shoreline environment. Although physically close, the Central Waterfront has always been somewhat isolated from the abutting Downtown area, due to both the specialized nature of its function and the physical separation created by topography and built features like the railroads and Alaskan Way Viaduct.

The function and the activities of the Central Waterfront have always been in flux. During its earliest stages of development, the area not only accommodated Seattle's port functions, but also most of the city's distribution and industrial activity. As the city grew, these early activities sorted themselves out. Some uses relocated to other areas more conducive to their growth and expansion, while other specialized functions dependent on shoreline access remained, dominating the area during different phases of its evolution. Inland areas adjacent to the waterfront were once occupied by "back-up" uses supporting waterfront activities, such as wholesalers, produce warehouses, canneries, shipping offices, and manufacturing. As Downtown became more intensely developed, these areas gradually began to accommodate uses more oriented to the larger Downtown than the waterfront environment they originally served. Today, housing is increasingly becoming a significant component of the mix in these areas.

This section of the Background Report examines the different activities that now define the current functions of the Central Waterfront, and their relationship to the surrounding environment. The planning process for the Central Waterfront Plan represents an opportunity to make choices regarding the future development of the waterfront. Evaluation of the current mix of activities, functions and recent development history suggests a number of important land use trends and issues for consideration in this planning process. Below these issues and trends are summarized.

## Land Use Trends

- **Increased Development Intensities in Upland Areas**

Upland areas have experienced significant increases in residential and employment densities. This is especially true in the Belltown area where an unprecedented amount of residential development has occurred over the past decade. More detailed information of these changes is provided in the Economic Conditions section of the Background Report.

- **Increased Open Space and Public Access Use Along Shoreline**

In recent years, a significant share of the new uses developed and planned for the waterfront have been related to public access and open space. Chief among these are the Bell Street Marina and public access amenities, the proposed Olympic Sculpture Park, and the proposed expansion of the Seattle Aquarium and reconfiguration of the Waterfront Park.

- **Limited Redevelopment Opportunities Along Shoreline**

With the recent wave of development on the western edge of Belltown, including the proposed Olympic Sculpture Park, and various constraints on development elsewhere, both regulatory and otherwise, opportunities for major changes in the pattern and intensity of development in the study area are limited.

- **Viaduct Replacement Impacts**

The potential replacement of the Viaduct will increase the attractiveness of abutting sites for renovation or redevelopment, and/or provide opportunities for new uses in the area.

- **Potential Land Use Influence Areas**

Conditions on the waterfront will likely to continue to have an influence on upland areas. Increasing the area's accessibility and attractiveness as an amenity will likely promote certain types of uses and spur redevelopment in adjacent areas. Some areas, like Pioneer Square, that aren't constrained by topographic barriers, could potentially benefit most from positive changes in the waterfront environment.

## Land Use Issues

- **"Working Waterfront" Concept**

What will define the future character of the "working waterfront?" While waterborne passenger travel remains a vital use in the area, other water dependent activities are gone in most areas and will not likely return. Public access and open space is also becoming a predominant function of the area. Terminal 46 remains as a major container cargo handling facility, but its long term future is uncertain. What is the appropriate concept of a working waterfront for this century?

- **Relationship Between Shoreline and Upland Areas**

In recent years, there have been substantial increases in the employment and residential densities of Downtown areas abutting the waterfront. What implications do these changes have for the future use and character of the shoreline area? How should the future waterfront respond to these changes?

- **Preservation versus Redevelopment/Increased Development Intensities**

The Central Waterfront study area includes a wealth of architectural and historic resources, including two historic districts, the Pike Place Market and Pioneer Square, numerous landmark structures, and a historic character area that includes most of the remaining pier structures. Current zoning already allows development that exceeds the height, bulk and density of much of the development that establishes the existing character of the area. On the other hand, a much higher intensity of development than what currently exists could be achieved through infill and more intensive use of existing structures, especially in areas like Pioneer Square. What is the appropriate balance between actions to maintain these resources and actions to achieve other development objectives, such as increasing development intensities in the area?

- **Consistency Between Regulations and Development Objectives**

Do current zoning and shoreline designations accurately reflect desired development conditions and priorities in the areas where they apply?

## Land Use Context

### Relationship with Adjacent Areas

Along its two mile length, the Central Waterfront abuts many areas distinguished by their function and character. Historically, some of these areas have, at one time or another, accommodated activities closely integrated with the waterfront, while others have evolved with only loose functional connections. Figure 1 identifies various areas distinguished by their functions. Moving south to north, the general pattern of activity is as follows:

- **Greater Duwamish Manufacturing and Industrial Center**

The study area overlaps with the northernmost extension of Seattle's largest industrial area to include Terminal 46 and an adjacent inland area bounded on the north by Railroad Way and on the east by 1st Avenue S. With the recent addition of Safeco Field, the area immediately south of Royal Brougham Way is in transition from industrial activity to other uses. The Port of Seattle continues to operate a container cargo handling facility at Terminal 46, and has recently opened a cruise ship facility at Terminal 30. Adjacent inland areas are primarily occupied by the Burlington Northern/Santa Fe Railroad's intermodal yard and warehousing and distribution services.



- **East of Terminal 46/Stadium Area**

Between S. Atlantic Street and S. King Street, the planning area extends from Terminal 46 to Occidental Avenue S. The adjacent area to the east has undergone major changes with the demolition of the Kingdome and development of the new Safeco Field and Seahawks Stadium. Some older structures originally built as warehouses or wholesale houses have been converted to commercial, retail and entertainment uses. A special zoning overlay was recently established to promote development compatible with the sports facilities and the desire to create a more pedestrian-friendly environment. What once had been the north surface parking lot for the Kingdome is now a major potential redevelopment site.

- **Pioneer Square**

The heart of the Pioneer Square Preservation District extends from Columbia Street to S. King Street, with a narrow extension generally between 1st and Occidental Avenues extending further south to Royal Brougham Way. The greatest concentration of commercial and retail activity is along 1st Ave, with more dispersed activity, including residential use, surface parking lots and garages, and vacant structures further east. King Street and Union Stations are located here, serving as an intermodal transportation hub. The area also accommodates a substantial concentration of downtown's human service facilities.

- **Commercial Core**

The Commercial Core east of the planning area stretches along a steep slope from Yesler Way to Union Street. The southern end, generally from Yesler Way to Columbia Street, is primarily occupied by City and County government buildings east of 3rd Avenue. Federal office buildings are located south of 2nd Avenue between Marion and Spring Streets. Major commercial/office development occurs throughout the area west of 2nd Avenue, making it the densest center of employment in the region.

While government and office uses dominate, housing, retail, hotel and institutional uses are among the other activities present. The Seattle Art Museum and Benaroya Symphony Hall occupy two blocks between University and Union Streets east of 1st Avenue, providing a focus of cultural activity.

- **Retail Core**

The retail core is within the Commercial Core neighborhood and occupies a relatively flat plateau east of the Pike Place Market. The region's major department stores, retail galleria and other retail and entertainment uses are concentrated here, along with office and hotel development and a limited amount of housing.

- **Belltown**

Belltown stretches along the eastern edge of the planning area from the Pike Place Market north to Denny Way. While a substantial amount of residential development has occurred recently on the bluff of Belltown within the planning area, residential use continues to fill in on sites further inland as well. In addition to housing, retail and

office uses have a significant presence in the area, and numerous surface parking lots remain.

- **Uptown**

East of Western and Elliott Avenues, between Denny Way and Thomas Streets, a portion of the Uptown neighborhood abuts the planning area, separating it from Seattle Center. Zoned as a commercial area and occupied by a significant amount of “back-up” office space, the area has experienced an increasing amount of residential development in recent years.

## General Land Use Patterns

The Central Waterfront study area includes both the shoreline area west of Alaskan Way – a strong edge where the land meets Elliott Bay - and a less clearly defined inland area east of Alaskan Way separating the waterfront from the more intensively developed areas of Downtown. Much of the shoreline area has historically been physically isolated from upland areas -- initially by topography, later by railways built along the shoreline, and today by the Alaskan Way Viaduct. For much of the city's history, however, the two areas were functionally integrated. When the Central Waterfront was an active working port, adjacent upland areas were occupied by warehouses and cold storage facilities, marine suppliers, shipping offices, and numerous other uses providing support for waterfront activities. Up until 1985, much of the upland area remained zoned for manufacturing, reflecting this early relationship with waterfront activity and preventing the encroachment of the type of higher density commercial and residential development occurring elsewhere Downtown.

### Shoreline Area

Along the shoreline area itself, the 1987 Harborfront Improvement Plan recognizes four activity zones west of Alaskan Way. These are shown in Figure 2 and include:

- 1) **Maritime Transportation Zone.** Area south of the Ferry Terminal, includes the Washington State ferry Terminal at Pier 52, the Washington Street Boat Landing, and Terminal 46.
- 2) **Commercial/Retail Zone.** Area between Pier 54 and Piers 57, the Historic Character area, where pedestrian oriented commercial uses predominate.
- 3) **Public Zone, Public Recreational and Educational Use.** Area between Waterfront Park and Pier 66, includes the Aquarium, cruise ship terminal, public moorage, a “pier park,” maritime interpretive center and other complementary uses.
- 4) **Mixed Use Zone.** Area north of Pier 66, includes office, hotel and retail/entertainment activity.



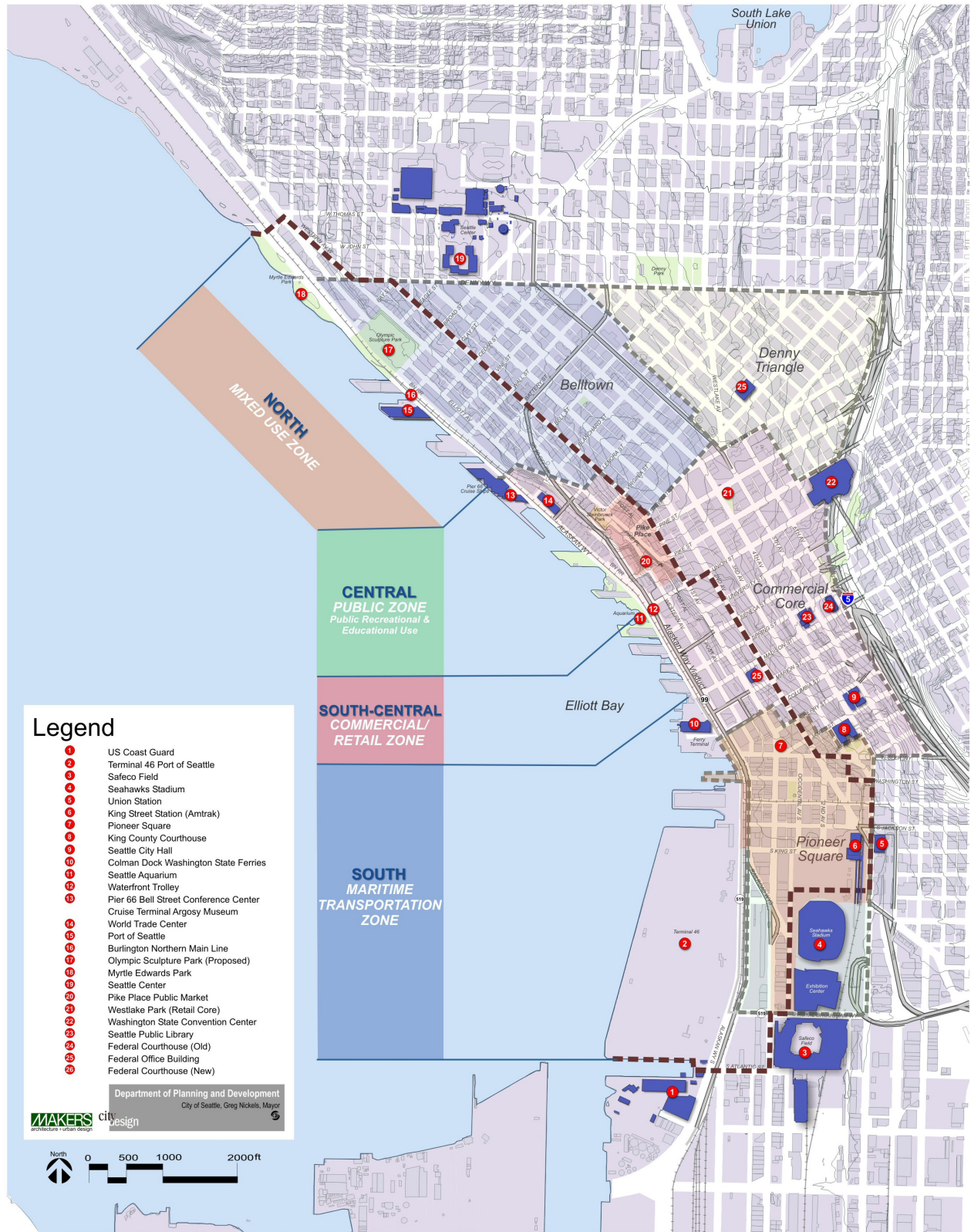


Figure 2. Shoreline Area "Activity Zones," 1987 Harborfront Public Improvement Plan

## **Inland Area**

Today, the Alaskan Way Viaduct continues to physically and visually separate upland areas from much of the waterfront. Areas along Western Avenue, Post Alley and 1st Avenue are generally characterized by older development, much of it dating back to the late 19th and early 20th centuries, when the waterfront was an active port. These structures were originally built to house waterfront related activity. The lower scale of development that characterizes the area now provides a transition between the waterfront and the more recently developed highrise areas of the Commercial Core and Belltown. While waterfront views may have attracted some new uses to these areas, any functional relationship between current uses and waterfront activity has all but disappeared.

Some waterfront tourist activity extends into upland locations, especially around the Pike Place Market and Pioneer Square, but overall, the area accommodates a broad mix of uses related more to the larger downtown area than the waterfront. The presence of housing has significantly increased in recent years, along with office, retail and service uses, and a variety of high tech and research and development uses.

While not functionally tied to the waterfront, this current mix reflects the attraction of the waterfront environment for certain activities. Within the mix, some specialized districts have emerged; for example, furniture showrooms and interior design firms have clustered along the Western Avenue corridor between the Pike Place Market and Pioneer Square, while First Avenue in Belltown is recognized as the spine of a trendy restaurant and entertainment district. Some areas, especially the western edge of Belltown, have experienced enough housing development in recent years that residential use now predominates.

In a few locations, the boundary between the waterfront and the upland portion of the study area is more permeable. Because of its eastward turn into the Battery Street Tunnel, the Alaskan Way Viaduct is not a barrier along the northern portion of the waterfront. Furthermore, the proposed Olympic Sculpture Park, with terraces descending down the hillside from Western Avenue and crossing over Elliott Avenue and the Burlington Northern Santa Fe railroad tracks, will help connect the upland portion of Belltown with Myrtle Edwards Park and Alaskan Way along the waterfront. Unlike many of the uses of the area's industrial past, new uses, like the Sculpture Park, are likely to attract rather than discourage public access.



## Existing Uses

The Central Waterfront study area accommodates a wide range of uses. Figure 3 below indicates that the largest share of the total parcel area is occupied by uses falling into the Industrial/Utility/Warehouse/Transportation category—almost half the total parcel area.

Use	Total Parcel Area (acres)	Percent of Study Area Total
Office	41.6	14.2%
Hotel/Motel	5.9	2.0%
Industrial/Utility/Warehouse/Transportation	144	49.1%
Public Facility/Other	20.8	7.1%
Public Open Space	15.4	5.3%
Retail/Service/Entertainment	17.1	5.8%
Residential/Mixed Use	30	10.2%
Parking	15	5.1%
Vacant	3.5	1.2%
<b>TOTAL</b>	<b>293.2</b>	<b>100%</b>

Figure 3. Parcel Area by Use

However, as shown in Figure 4, these uses only account for a relatively small share of the total developed floor area—9.2%. On the other hand, office use, which only occupies 14.2% of the total parcel area, accounts for about 46% of the total developed floor area. Residential and mixed use is also significant in the area, occupying 10.2% of the total parcel area and accounting for 28.6% of the total developed floor area.

Use	Total Floor Area (square feet)	Percent of Study Area Total
Office	11,357,632	46.0%
Hotel/Motel	753,146	3.1%
Industrial/Utility/Warehouse/Transportation	2,267,198	9.2%
Public Facility/Other	275,374	1.1%
Public Open Space	907,179	---
Retail/Service/Entertainment	1,505,774	6.1%
Residential/Mixed Use	7,058,962	28.6%
Parking	1,254,814	5.1%
Vacant	170,335	0.7%
<b>TOTAL</b>	<b>24,643,235</b>	<b>100.0%</b>

Figure 4. Floor Area by Use

Figure 5 below illustrates the development intensity of different uses in the area, with office and residential/mixed use being the most intensive in terms of building area relative to parcel area, and public facilities and industrial uses being the least.

<b>Use</b>	<b>Total Parcel Area (square feet)</b>	<b>Total Floor Area (square feet)</b>	<b>Ratio</b>
Office	1,775,113	11,357,632	6.4
Hotel/Motel	254,878	753,146	3.0
Industrial/Utility/Warehouse/Transportation	6,270,719	2,267,198	0.4
Public Facility	906,467	275,374	0.3
Public Open Space	906,467	906,467	----
Retail/Service/Entertainment	744,570	1,505,774	2.0
Residential/Mixed Use	1,307,744	7,058,962	5.4
Parking	654,334	1,254,814	1.9
Vacant	50,873	170,335	-----

*Figure 5. Parcel Area to Floor Area Ratios*

The distribution of uses within the study area is shown on Figure 6, and conditions are discussed in more detail by neighborhood in Appendices A and B of this section.

Generally, the Commercial Core portion of the study area has the greatest concentration of office floor area, but the amount of floor area in residential/mixed use is similar to the Belltown portion (just over three million square feet). Belltown has a significant concentration of residential/mixed use, but also a large share of office floor area. Pioneer Square accommodates a significant share of the study area's office and industrial floor area, and also has the greatest share of floor area in the retail/service/entertainment and parking categories.

Figure 7 on page 12 generally describes the types of uses located along the shoreline in terms of their relationship to the water. The greatest amount of parcel area along the shoreline is occupied by uses that fall in the industrial/utility/warehouse/transportation category.

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Figure 7. Shoreline Uses

# Activities and Functions

The waterfront study area accommodates a variety of activities related to numerous functions—some integrated with each other and others more independent. The area still functions as a port, but except for Terminal 46, port activities are limited primarily to waterborne commuter and passenger travel. In recent years, the area has developed as a tourist environment, and provides a substantial share of the Downtown's open space and recreational resources. Housing has increasingly been developed along the upland edge of the waterfront, along with a variety of other uses.

A description of the different functions and related activities occurring within the study area is provided below.

## Transportation and Infrastructure

### Port Function/Maritime Activity

The Port of Seattle and Washington State Ferries are the major operators of port activities involving the movement of people and goods over water. Port facilities in the Central Waterfront planning area are part of the larger collection of facilities, including container terminals, cargo piers, and warehouse and distribution operations that ring Elliott Bay and the mouth of the Duwamish River.

- **Waterborne Passenger Transportation Terminals**

The Central Waterfront includes two major facilities for waterborne passenger transportation; Colman Dock (Piers 50 and 52) and the Bell Street Cruise Ship Terminal at Pier 66. Both facilities are hubs of vehicular and foot traffic; on a daily basis at Colman Dock and during cruise ship sailings at Pier 66. The Victoria Clipper also docks in the area at Pier 69.

From terminals on Colman Dock, the Washington State Ferries operates passenger only and auto and passenger ferries linking Seattle with Vashon Island, Bremerton and Bainbridge Island. Originally the landing for Puget Sound's "Mosquito Fleet," this location has served continuously as a terminal for waterborne transportation almost since the city's founding. Plans were developed in 1999 for expanding ferry facilities and improving operations, but have not been implemented. Improvements to the surrounding street network have been made over the years to improve access for ferry traffic to the region's highway network. The Marion Street commuter bridge has provided foot passengers a grade separated connection to upland areas since 1909.

The Bell Street Terminal is homeport for Norwegian and Holland America Cruise Ship Lines. Now in its third year of operation, cruise ship activity is increasing, and this growth is projected to continue.

- **Cargo Handling**

Most cargo handling has moved to shoreline areas north and south of the Central Waterfront, following the harbor improvements made at Harbor Island and Interbay, originally by the Port Commission in the early 1900s, and later the Port of Seattle. Today, Terminal 46, a container cargo facility, is the only remaining cargo handling operation on the Central Waterfront, and it too is likely to relocate to facilities on the West Waterway across from Harbor Island. While this is the sole remaining cargo handling facility on the Central Waterfront, with an area of approximately 88 acres, it represents the largest single use within the study area.

## **Transportation Corridor**

Transportation access was essential to serve the growing port function of the early waterfront. Topography limited movement in the area to a level north/south corridor created by filling in the shallower, submerged areas adjacent to the shoreline. Railroads dominated this corridor, linking goods unloaded at individual piers to the transcontinental railway network. As the port function diminished, and the dominance of railroads waned, the corridor was increasingly used for vehicular traffic, both to serve local uses on the waterfront and as a through route to other destinations. This through-route function solidified with the construction of the Alaskan Way Viaduct in the 1950's, which provided the only major continuous north/south link through the city until Interstate 5 was constructed in the 1960s.

Today, the Central Waterfront continues to function as both a corridor and hub for various transportation modes. Rail and some vehicular traffic use the area as a corridor, passing through with little or no interaction with other activities. As a hub, links between various modes of transportation are accommodated, generally involving the transfer from water to land. Elements of the transportation infrastructure are listed below and mapped in Figure 8.

- **Vehicular Right-of-Way**

Streets and alleys occupy a significant share of the land in the study area (37% of the total area). In addition to surface streets, the Alaskan Way Viaduct is a two level elevated structure, typically 51 feet wide, above the Alaskan Way surface street right-of-way. It extends much of the length of the study area, from S. Atlantic Street to north of Bell Street, at which point it continues eastward into a tunnel beneath Battery Street.

- **Parking**

While in the past, numerous surface parking lots served tourists visiting waterfront attractions and commuters working in upland commercial areas, new development has increasingly displaced many of these lots, especially along the western edge of Belltown.

Altogether the study area has approximately 4,800 on-street parking spaces and 13,400 off-street stalls available for public use. Currently, approximately 700 short-

term parking spaces and 300 long-term parking spaces are provided along the waterfront under the Viaduct and in “leftover” spaces associated with it.

- **Railroad Right-of-Way**

Freight and Amtrak passenger service continues to operate in the area. The main line of the Burlington Northern Railroad emerges from the Downtown tunnel just north of Stewart Street, gradually curves westward to Bell Street, then parallels Alaskan Way to Interbay. The waterfront streetcar operates along original railroad right-of-way from north of Broad Street to Main Street, where new tracks carry it eastward through Pioneer Square.

## **Public Services and Utilities/Other Activities**

In addition to many other functions, the Central Waterfront area also serves as a utility corridor for electrical transmission lines, natural gas mains, water mains, and steam lines. Main feeder lines of the U. S. West Telephone system also extend into the area at the northern end. Both the electrical and steam utilities also have substations or plants located in the planning study area. As in the rest of Downtown, most of these facilities are located underground, although some electrical transmission lines are carried overhead on the Alaskan Way Viaduct structure.

- **Port of Seattle**

Besides the many cargo facilities, terminals, and warehouses owned and operated by the Port of Seattle, the Port's administrative offices are located at Pier 69.

- **Seattle City Light**

Seattle City Light (SCL) is the City-owned electric utility serving approximately 131 square miles, including all of Seattle and some portions of King County north and south of the City limits. One substation is located in the planning study area on Western Avenue at Union Street. An underground transmission line passes through the area beneath Broad Street on the north then down Alaskan Way to about S. King Street, where the line branches, with one line following Alaskan Way and the other 1st Avenue S. to the Massachusetts Street substation.

- **Washington Natural Gas**

The Washington Natural Gas (WNG) Company is supplied by Northwest Pipeline Corporation, a natural gas wholesaler with interstate pipeline facilities extending from Canada to New Mexico. Two underground transmission lines branch off from the pipeline to serve the 108,942 customers in the Seattle area via 1,345 miles of underground gas mains. In the Central Waterfront area, a high pressure gas main runs beneath Broad Street to Alaskan Way, then southward along Alaskan Way to Yesler Way, turning eastward up Yesler Way.

- **Seattle Steam**

Seattle Steam is a district heating utility franchised by the City. Its service area encompasses roughly a square-mile area of the Downtown Core and First Hill areas, extending from Blanchard Street to King Street and from the waterfront to just east of Broadway. The company provides steam to commercial, residential, and institutional customers for space and hot water heating, along with other uses.

The two steam-generating plants that supply the network are located in the Central Waterfront planning area; the primary plant is located at Western Avenue at University Street, and a secondary plant is located on Western Avenue near Yesler Way—the site of the original plant built in 1883. In the waterfront area, a high pressure line (140 psi) runs along Alaskan Way from north of University Street to Lenora Street, and along Western Avenue from north of University Street to Yesler Way. Low pressure lines (15 psi) extend down to the waterfront beneath Marion Street to the Washington State Ferry Terminal, University Street to Pier 57, and Washington Street to the public boat landing. Another low pressure line runs beneath 1st Avenue South from Madison Street to S. King Street.

Total steam generating capacity is 850,000 pounds per hour, with boilers designed to burn either natural gas or residual oil. The network of insulated steel pipe encompasses a total length of over 18 miles beneath city streets and serves 240 customers.

- **Stormwater and Sewage**

The City of Seattle has a combined sewage overflow (CSO) outlet located on the beach at Myrtle Edwards Park that releases 450 million gallons of sewage and stormwater a year into Elliott Bay. Storage and treatment for the Denny Way CSO at Myrtle Edwards Park is currently being constructed, reducing overflows to the bay by 161 million gallons.

- **Fire Station #5**

Fire Station #5, located between Piers 53 and 55, currently plays a key role in fire protection for the harbor, waterfront, and downtown core areas. The station houses one engine company and the City's fireboat company—there are operational and training benefits to locating the two units together. Fire Station #5 receives 2,300 calls per year. Also the fire boats are a popular tourist attraction. The station is ideally located to serve the downtown office core and is usually first on the scene of a Downtown office core alarm.

Figure 8 shows the location of the various activities related to the Central Waterfront's transportation and infrastructure function.





## Public Use and Cultural Resources

The Central Waterfront has increasingly become a location for a variety of public uses and cultural resources. Most prevalent are outdoor public spaces for passive and active recreation use, but museums and special attractions like the Seattle Aquarium are also major attractions. The area also possesses a rich collection of historic resources and other artifacts of social and cultural significance, including a major concentration of public art installations. Public uses and cultural resources in the area are identified in Figure 9.

### Open Space and Recreation Use

One of Seattle's most significant open space assets is Elliott Bay – the centerpiece and focus of Downtown, visible from streets, adjacent bluffs, and elevated structures and buildings. The bay is a window to the natural world, opening up views to the shoreline, the dominant expanse of water and the enclosing backdrop of mountains along the distant horizon. It opens up the city and creates an appealing sense of contrast, dramatically juxtaposing the densely developed cityscape against the open expanse of its natural setting.

- **Public Parks and Open Space**

Existing open space and recreation uses are relatively recent additions to the mix of activity in the Central Waterfront study area. The first major open space, Waterfront Park, was completed in 1974. Myrtle Edwards Park was also developed in the 1970s as a linear park along Elliott Bay at the northern end of the Central Waterfront. The park, created partially on fill from Interstate 5 construction, includes areas for bicycling, jogging, walking, and sitting along the bay, and merges with 14 acres of additional shoreline open space further north owned by the Port of Seattle and known as Elliott Bay Park. Piers 62 and 63 were acquired for public use in the 1990s to improve public access to the waterfront and increase public open space in the area.

Today, open space along the waterfront accounts for a significant share of the total inventory of Downtown public open space. Of the 31.0 acres of parks identified in the Comprehensive Plan within and adjacent to the Downtown Urban Center, 13.5 acres of this total, or 44 percent, is located along the waterfront. Development of the Olympic Sculpture Park north of Broad Street will add another 7.4 acres at the Central Waterfront's northern end, further enhancing access to the shoreline and Myrtle Edwards Park.

The inventory of waterfront parks includes the Seattle Aquarium/Pier 59 (1.99 acres), Waterfront Park (4.8 acres), Myrtle Edwards Park (4.8 acres), and Piers 62 and 63 (1.87 acres). The Port of Seattle owns Alaska Square Park, adjacent to the Harbor Patrol Station at the Washington Street boat landing, site of an early Duwamish tribal village and early entry point to the city. The Washington Street Public Boat Landing and the Bell Street Pier and rooftop plaza (1.0 acre) are not included in the

Comprehensive Plan inventory. Most of these open spaces are connected by the public promenade along Alaskan Way, creating an open space corridor extending from Pier 48 to Myrtle Edwards Park.

Development on Port of Seattle properties in the late 1990's resulted in additional open space and public access improvements, including a public plaza and play area at the Bell Street Pier, a mechanical hillclimb and pedestrian bridge at Lenora Street to improve pedestrian access between the north waterfront and the Belltown and Pike Place Market neighborhoods, and expanded recreational moorage south of the Conference Center.

While not located on the waterfront, several public open spaces are located along the western edge of the upland portion of the study area, including Victor Steinbreuck Park (0.8 acres) and the Belltown P-Patch (0.1 acres). Other open spaces in adjacent upland areas include the Harbor Steps (0.35 acres), the hillside terraces of the Seattle Art Museum and Benaroya Hall along University Street, and the Pike Street Hillclimb.

- **Waterfront Promenade**

The promenade is a sidewalk, generally ranging between 12 to 18 feet in width, that stretches from S. Washington Street to Myrtle Edwards Park. This linear feature serves to link the various public, private and open space amenities located along the waterfront corridor.

- **Green Streets**

To enhance pedestrian connection to the waterfront, several east/west streets are designated as Green Streets, including Bay, Eagle, Cedar, Vine, Bell, Blanchard, University, Spring, and Columbia Streets. Not all of these streets have been improved as Green Streets, and on those that have, improvements have been limited primarily to some sidewalk widening, curb bulbs, and additional landscaping. The undeveloped portion of the University Street right-of-way between 1st and Western Avenues has been improved as a pedestrian hillclimb, with landscaping, seating, public art, water features, special lighting, and other amenities.

- **Urban Trails**

- **Waterfront Trail.** A multi-purpose, asphalt pathway between the east side of the Alaskan Way surface street and the existing Viaduct. The path extends from Royal Brougham Way northward to Pier 66. The Waterfront Trolley runs parallel to the trail along the western edge for most of its length. Landscaping strips line both sides of the trail. A Bell Street, the trail is routed onto an 18 to 24 foot wide concrete sidewalk west of the trolley tracks and the main railway line.
- **Elliott Bay Trail.** This trail through Myrtle Edwards Park currently terminates at Bay Street, but will be extended to Broad Street as part of the improvements to the Olympic Sculpture Park site.

- ***Mountains-to-Sound Greenway Trail.*** This project includes plans for connecting the Seattle Waterfront to the Cascade Mountains in the east over trails through a scenic, historic, and recreation corridor along Interstate-90. The specific trail connection from I-90 to the waterfront is included in \$2.08 million funding in the City of Seattle Pro Parks Levy. It is currently planned to utilize the sidewalk on the north side of Atlantic Street between 4th Avenue and Alaskan Way where it is planned to connect to an extension of the asphalt trail on the west side of the existing Viaduct that currently terminates at Royal Brougham Way.
- **Public Access on Shoreline Properties**

Under shoreline regulations, development in Central Waterfront shoreline environments is required to provide public access. Public access is provided to the aprons of several waterfront piers, including Colman Dock and Piers 54, 55, 56, 57, 66, 69 and 70. A more detailed description of these access points is provided under Urban Design in this Background Report series.

## **Educational and Cultural Uses**

A number of educational and cultural facilities are located within the Central Waterfront, although the area itself is not thought of as a "cultural district." Several of these, including the Seattle Aquarium and the Odyssey Maritime Discovery Center, are directly tied to the waterfront environment. Not all cultural activities are accommodated within buildings; public art installations and a significant concentration of landmark buildings provide an outdoor cultural and educational resource.

- **Museums and Cultural Facilities**

The Seattle Aquarium at Pier 59 and the Odyssey Maritime Discovery Center at Pier 66, a 33,000 square foot interactive educational center, are major educational resources on the waterfront celebrating Puget Sound's marine life, maritime activities and history. The Seattle Aquarium is proposed to be renovated and expanded to 200,000 square feet, triple its current size, at a cost of 137 million. The Art Institute of Seattle is an expanding educational institution nearby, located in the Belltown upland area just across Alaskan Way from Pier 66.

The Bell Harbor Conference Center, a 47,000 square foot conference center providing multi-lingual interpretation equipment for up to 300 attendees, was completed in 1996

The University Street Green Street and Harbor Steps link the waterfront to the Seattle Art Museum and Benaroya Symphony Hall in the nearby upland area. In addition to these major cultural institutions, public art is also located on the grounds of both projects, as well as the Harbor Steps hillclimb. A 28 foot waterfront arch marking the thoroughway to Seattle's historic waterfront district is also located at the base of the hillclimb across Western Avenue.

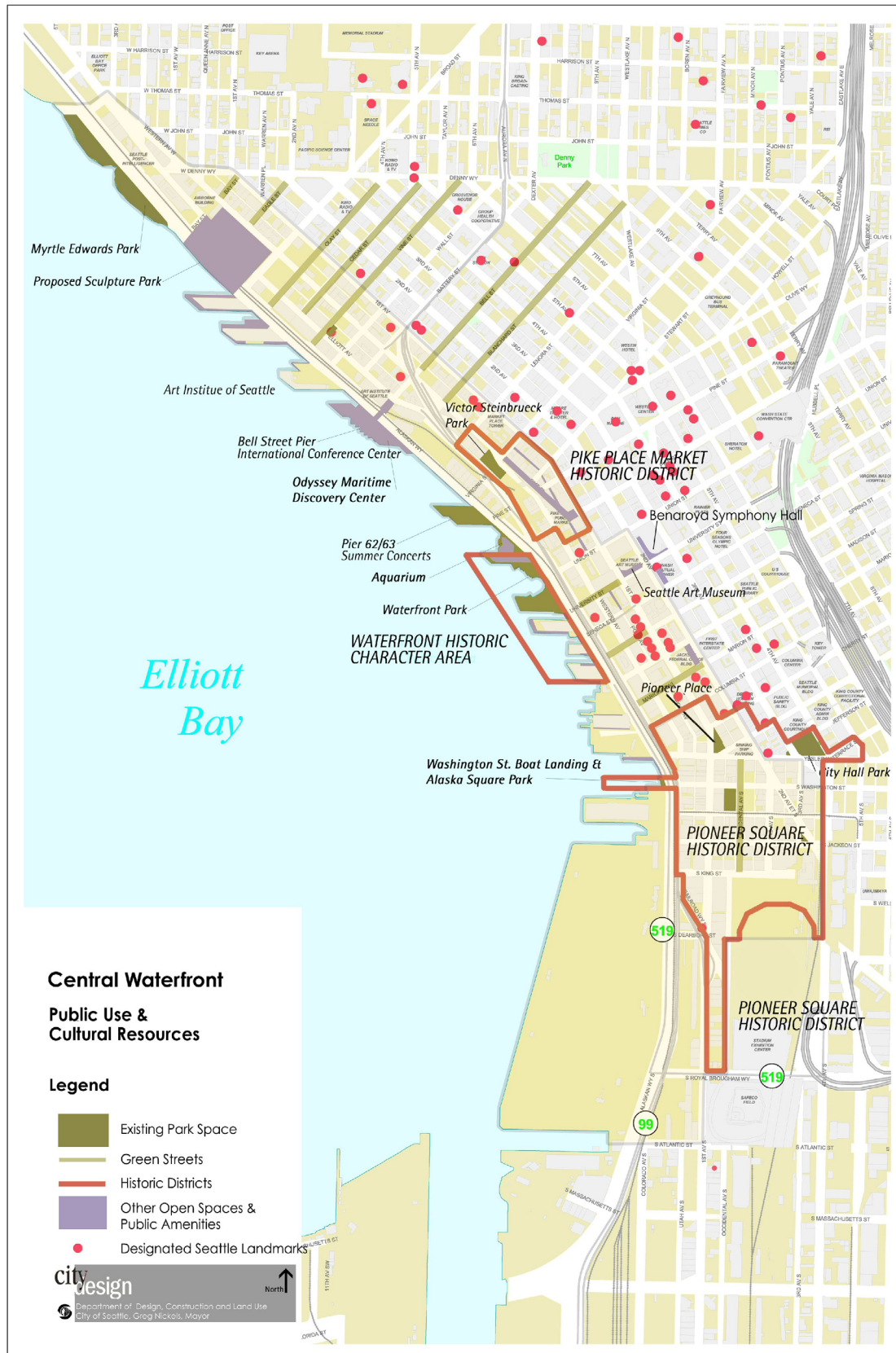


Figure 9. Public Use and Cultural Resources

- **Historic Resources**

A “Historic Character Area” has been established in the shoreline regulations and includes the historic pier sheds between Pier 54 and Pier 59. Occasionally, historic vessels are moored at various waterfront piers, providing temporary exhibits of maritime history. Commemorative markers are also placed along the waterfront to identify important historic events or features. In many respects, the area is a living museum of the city's maritime past.

Portions of the Central Waterfront study area are within the boundaries of the Pioneer Square Preservation District and the Pike Place Market Historic District. Outside of the established historic districts, and in addition to the Historic Character Area on the waterfront, there is a significant concentration of landmark structures in the upland portion of the study area between Pioneer Square and the Pike Place Market along Western and 1st Avenues, and, to a somewhat lesser extent, along 1st Avenue in Belltown. These historic and architectural resources are discussed in more detail under Urban Design in this Background Report series.

- **Public Art**

The study area accommodates numerous public art installations. Currently, public art can be found at various locations along the waterfront corridor, including the Fitzgerald/Tomkins fountain in Waterfront Park, the Christopher Columbus statue at Pier 57, the Joshua Green Fountain by George Tsutakawa at Seattle Ferry Terminal, the Michael Heizer sculpture “Adjacent, Against, Upon” at Myrtle Edwards Park, and numerous works at the Bell Street Conference Center.

The First Avenue Project is a linear work of art that consists of a number of pieces utilizing “found objects” along several blocks of First Avenue in Belltown. The Olympic Sculpture Park, when complete, will add a major outdoor art museum at the northern end of the waterfront. A complete inventory of over 50 public artworks located in the study area is included in the Urban Design section of this Background Report series.



## Tourism

Tourism and related commercial uses are a major activity in the Central Waterfront study area. The Colman Dock Ferry Terminal, the Bell Street Cruise Ship Terminal at Pier 66, and the Victoria Clipper dock at Pier 69 represent major points of entry for large numbers of tourists. The Waterfront Trolley, heavily used by tourists, travels the length of the waterfront from just south of Myrtle Edwards Park to South Main Street at Pier 48, where it turns inland to connect with Pioneer Square and the International District. Major components of the Central Waterfront's tourism function are identified in Figure 10 and described below.

### Water-Related Recreation

Boat tours leave daily from Piers 51 and 56, and the Spirit of Puget Sound, operating from Pier 70, provides special excursions. Public marinas also allow for short term mooring at the Washington Street Boat Landing and Bell Harbor Center.

### Restaurants, Retail, and Entertainment

Within the study area, the greatest concentration of tourist activity is along the stretch of waterfront north of the Ferry Terminal, between Piers 54 and 57. Included among the restaurants and shops are Ye Olde Curiosity Shop and Ivar's Acres of Clams, dating back to the early years of the last century. This concentration of activity is interrupted to the north by Waterfront Park, the Seattle Aquarium, and Piers 62/63. Further north, a new node of activity has been introduced at Pier 66 with the limited amount of retail use and restaurants at Bell Harbor Center. North of Pier 66, other points of activity include the Edgewater Hotel on Pier 67 and the restaurants at Pier 70, beyond which the stretch of commercial activity terminates at the edge of Myrtle Edwards Park.

Upland, the Pike Place Market is a major, established tourist destination, and with the Pike Street Hillclimb, is linked to the Seattle Aquarium, a major waterfront attraction. First Avenue in Belltown has emerged as the heart of a very active restaurant and entertainment district, attracting both local and out of town visitors. First Avenue in Pioneer Square also provides restaurants, retail and entertainment activity attracting local and out of town visitors to the area.

### Hotels

Figure 11 lists the hotels scattered along the length of the study area and, combined, they account for over 1,000 rooms (roughly 10 percent of the total downtown inventory). The greatest concentration of hotel rooms is at the north end, where the 594 rooms of the Edgewater and new Marriott Hotel account for over half of the total number of rooms in the area. The Edgewater, the only "over-water" hotel, is one of the oldest, dating back to the early 1960s when it was built to accommodate visitors to the 1962 Seattle World's Fair. At the time, boats moored at various piers provided



Figure 10. Tourism and Related Activities



additional temporary hotel and restaurant facilities, but the Edgewater is all that remains. Shoreline regulations today prohibit any additional hotel development over water in the Central Waterfront's shoreline environments.

Name	General Location	Rooms
<b>Existing Hotels</b>		
Alexis	1st Avenue Corridor/Commercial Core upland area	109
Best Western Pioneer Square	Pioneer Square	75
Harborfront Marriott	Uplands across from Pier 66	358
Inn at the Market	Pike Place Market	70
Inn at Harbor Steps	Commercial Core upland area	20
Edgewater	Waterfront/Pier 67	236
Belltown Ace Hotel	1st Avenue Corridor/Belltown	20?
Wall Street Inn	1st Avenue Corridor/Belltown	
Homewood Suites	Uptown Queen Anne/Western Avenue	161
Total		1,049
<b>Proposed Hotel Projects</b>		
Warshall's site	1st Avenue Corridor/Commercial Core	69

Figure 11. Hotels within Central Waterfront Study Area

According to a market study conducted for Waterfront South in 1997, hotels in close proximity to the waterfront were prospering, with increasingly higher occupancy and average daily rates than other downtown locations.

## Recent Tourist Commercial Activity

In 1999, Pier 56 was expanded and renovated to enlarge Elliott's seafood restaurant to over 12,000 square feet, with the further renovation of 9,000 square feet of ground floor retail and 37,000 square feet of office space on the second floor. Triad development renovated and expanded Pier 70, including 27,000 square feet of restaurant space, 39,500 square feet of office space, 135 parking spaces, and a moorage dock.

The 358-room Harborfront Marriott recently opened across the street from the Bell Harbor International Conference Center, and a permit application is in process for a mixed use project with 69 hotel rooms on the old Warshall's site at 1000 1st Avenue.

## Residential and Employment

Within the Central Waterfront study area, there are approximately 5,500 housing units and over 38,000 jobs. As Figure 12 indicates, most of the housing is located along the western edge of Belltown and the Commercial Core neighborhoods. By far, the greatest concentration of jobs is in the upland area between the Pike Place Market and Pioneer Square, followed by Belltown, and then Pioneer Square and adjacent industrial waterfront areas.

Neighborhood (portion inside study area boundaries)	Commercial Floor Area (square feet)	Jobs	Housing Units
Uptown Queen Anne	357,851	NA	0
Belltown	2,490,336	NA	2,693
Commercial Core	8,549,520	NA	1,864
Pioneer Square	4,656,095	NA	522
Greater Duwamish	316,334	NA	0
Total	16,370,136	38,000 (est.)	5,079

Figure 12. Existing Conditions by Neighborhood

## Residential Environment

Historically, housing was considered to be incompatible with the working character of the waterfront. Prior to any regulatory restrictions, conditions in the area, including heavy rail and industrial activity, would likely have discouraged residential use. Today, housing is considered to be incompatible with desired shoreline activities, and continues to be prohibited by shoreline regulations on waterfront properties west of Alaskan Way.

Since the adoption of the city's original zoning ordinance in 1923, much of the upland area was zoned for manufacturing and prohibited housing. More recently, housing has been allowed in limited locations, such as Waterfront Center, through contract rezones, and various plans recommended allowing residential development as a component of waterfront revitalization. However, substantial land use changes to permit housing in inland areas did not occur until 1985. Housing continues to be prohibited in both upland and shoreline industrial zoned land, which in the study area is south of Pier 48.

A dramatic increase in residential development has occurred along the waterfront's eastern edge in recent years. Of the over 5,000 housing units within the Central Waterfront study area today, an estimated 2,900 units have been added over the last 10 years. Over 2,000 of these units are located north of Pike Street, along the western edge of Belltown and the Pike Place Market, where proximity to the shoreline and views of Elliott Bay have clearly provided a strong impetus for residential development.

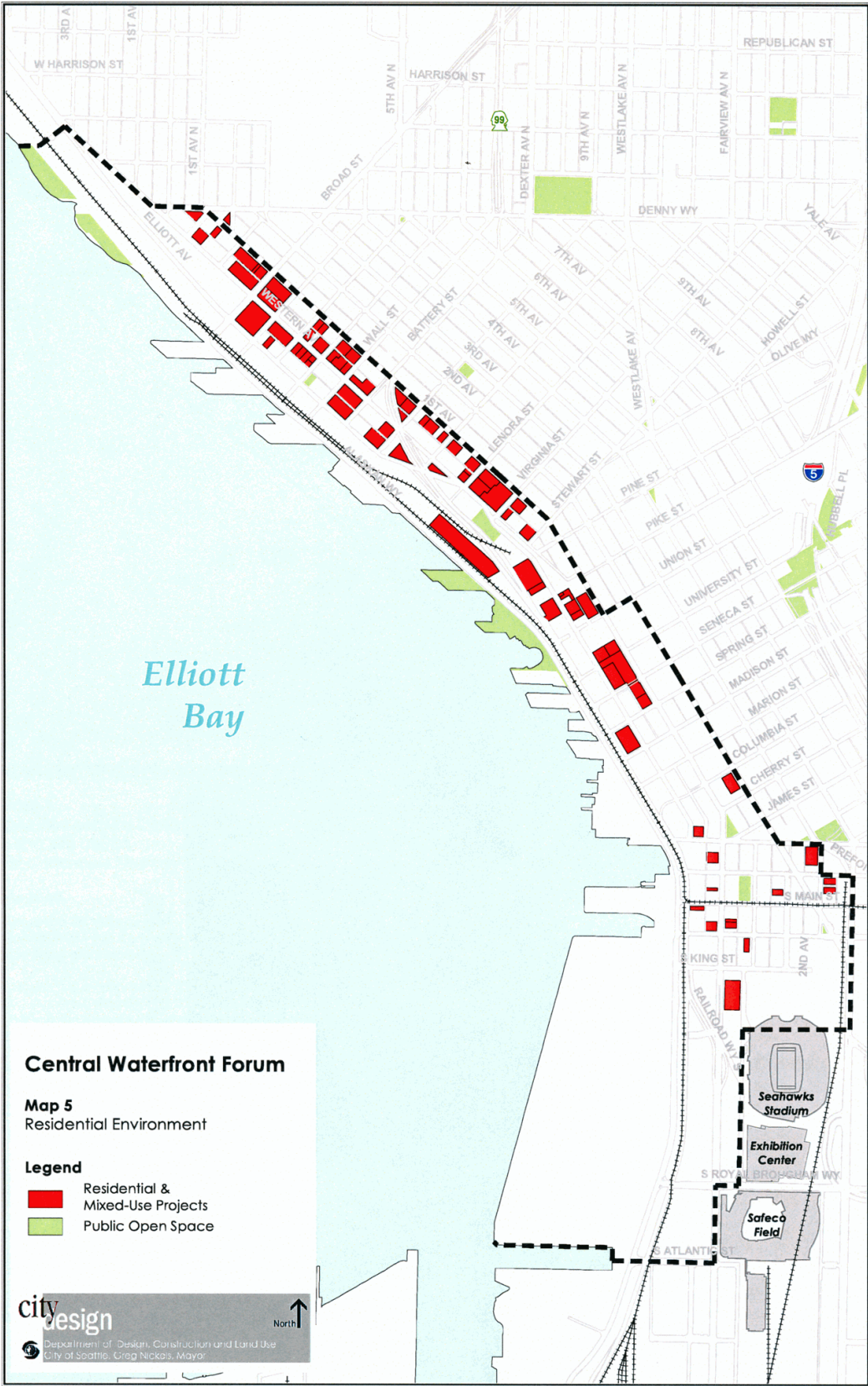


Figure 13. Residential Development

This increase in housing has created a very different character for the northern stretch of the waterfront. Here, new mid-rise and highrise housing projects, often on sites of a half block or more, now fill open areas previously occupied by surface parking lots, and older non-residential buildings have been converted to residential use. While views of Elliott Bay are a major attraction for this type of development, physical access to waterfront amenities is constrained by high volumes of traffic on thoroughfares like Western and Elliott Avenues. Figure 13 identifies the location of residential development in the study area.

Although not as dramatic, the increase in residential development has also been significant in the upland area between the Pike Place Market and Pioneer Square. One project alone, Harbor Steps, has added about 750 units in four highrise towers.

In addition to the increasing supply of new market rate housing, several non-profit housing agencies provide housing in the Central Waterfront study area. Altogether, 19 of these projects, located primarily in the Belltown, Pike Place Market, and Pioneer Square portions of the study area, account for about 1,150 units.

While there has been a significant increase in the amount of housing in the inland portion of the study area, much of the area has not yet acquired the character of a residential neighborhood, with the full complement of residential support services and amenities. In the Pioneer Square and Commercial Core inland areas, the predominance of other non-residential uses imparts a more mixed use character than a residential feel, and, except in the Pike Place Market, there are few services or amenities specifically oriented to the residential population. In the Belltown portion of the study area where most of the housing is concentrated on the bluff west of 1st Avenue, the topography, the heavily traveled arterials through the area, and the larger buildings with units oriented more to distant views instead of the somewhat inhospitable street environment are all conditions that detract from a cohesive neighborhood character. The area is also on the edge of the larger Belltown residential area, and therefore somewhat removed from the more pedestrian-oriented heart of the neighborhood.

## **Employment Activity**

There are an estimated 38,000 jobs in the study area, about 23 percent of Downtown's total employment population. Almost half the jobs are in the office/service sector (FIRES), followed by retail, government, and then warehousing/transportation/communication/utilities (WTCU). Manufacturing jobs represent only a small portion of total employment. Most of jobs associated with office and service activity and government are located in the inland portion of the study area—primarily in the Commercial Core neighborhood.

Employment growth continues to occur in the study area through redevelopment and the conversion of existing structures to accommodate more intensive use. Over the past several decades, most warehouse structures along Western Avenue and in Pioneer Square have been converted to commercial office space, and many pier structures have been renovated for more intensive use. In recent years, the unique waterfront environment and character of existing structures in the study area has attracted new employment sectors, including advanced technology and research and development firms.

Over the past four years, approximately one million square feet of office space has been developed in new and renovated projects within the Central Waterfront study area. The largest of these projects include World Trade Center East and World Trade Center North, with 317,000 square feet of office space located across from the Bell Harbor International Conference Center, and Millenium Tower, with about 190,000 square feet of commercial space at the corner of 2nd Avenue and Columbia Street.

Several renovations of existing structures have occurred in the area, including:

- **Pier 56 and Pier 70 Renovations.** 80,000 square feet of office space.
- **Wall Street Office Building.** 140,000 square feet of office space on Wall Street between Alaskan Way and Elliott Avenue,
- **Olympic Cold Storage Building.** Located on 1st Avenue S., conversion to 75,000 square feet of office and 19,000 square feet of retail space
- **Commuter Building.** Renovation of former Turner & Pease and Commuter Buildings at the southeast corner of Western Avenue and the Alaskan Way Viaduct to create 55,000 square feet of office and retail space in a single structure
- **Polson Building.** Renovation of an 88,000 square foot 6-story warehouse at Western and Columbia Street into Class B office space with 12,668 square feet of retail space.

In addition to the projects listed above, the Dexter Horton Building and Smith Tower and adjacent buildings on the eastern edges of the study area have recently been renovated and occupied by new tenants. New corporate headquarters for Washington Mutual Bank, planned to share the block with the Seattle Art Museum, will add over 900,000 square feet of office space in the Commercial Core on the study area's eastern edge.

Other office projects have been proposed in the study area, primarily at the southern end, including:

- **810 Western Avenue (Colman Tower).** A 10-story, 168,000 square foot office and retail building.
- **505 1st Avenue (83 S. King St.).** A proposal by Martin Smith Real Estate for approximately 200,000 square feet of high-tech office space in a 5-story building.
- **801 1st Avenue (WOSCA).** A proposal by Martin Smith Real Estate for a 1 million square foot office and retail complex.

### **Commercial Services for Residents and Workers**

While the study area accommodates a significant share of Downtown's residential and employment population, commercial services for this population are limited. In general, the study area is only a part of-- and on the fringe of-- larger residential and employment areas, and there are other locations within these larger areas that are more accessible to a greater customer base needed to support the full range of service uses. In areas like the Pike Place Market, however, where businesses benefit from the exposure to tourists, more services are available that could also be used by the local residential and employment population. The local population also benefits from such uses as open space and cultural facilities that are provided in the area primarily for regional use.

### **Human Services**

Belltown, the Pike Place Market, and Pioneer Square are inland areas accommodating numerous human service facilities serving the special needs of the Downtown population, as well as special populations residing outside of Downtown.

# Zoning

A variety of land use districts or zones are established in the Central Waterfront study area to achieve the City's development objectives by regulating the type and intensity of uses permitted and the design and scale of development. Zones within shoreline areas are subject to special shoreline provisions that apply within different designated shoreline environments. Farther offshore, additional regulations apply within the area bounded by the State Harbor Lines. While not the sole factor, the zoning in the area has influenced the development patterns and functions described above that have evolved in the area.

## Land Use Districts (zones)

Currently, zoning in the Central Waterfront study area includes at least portions of twelve different land use districts, three shoreline environments, two special review districts, and one land use overlay. Figure 14 identifies the various zones within the Central Waterfront planning area and the amount of parcel area in each zone.

Zone	Total Parcel Area (acres)	Percent of Study Area Total
Downtown Harborfront 1 (DH1)	31.6	10.6%
Downtown Harborfront 2 (DH2)	18.6	6.2%
Downtown Mixed Residential (DMR)	29.1	9.7%
Downtown Mixed Commercial (DMC)	23.5	7.9%
Pike Market Mixed (PMM)	13.6	4.6%
Pioneer Square Mixed (PSM)	54.9	18.4%
Industrial Commercial (IC)	18.9	6.3%
General Industrial-1 (IG-1)	99.5	33.3%
General Industrial-2 (IG-2)	2.2	0.7%
Commercial 2 (C2)	0.7	0.2%
Downtown Office Core 1 (DOC 1)	2.9	1.0%
Downtown Office Core 2 (DOC 2)	3.2	1.1%
<b>TOTAL</b>	<b>298.7 acres</b>	<b>100%</b>

Figure 14. Land Use Zones

Figure 15 shows where these various zone designations apply. Generally, shoreline designations promote water-dependent commercial and recreational uses, and prohibit housing and hotels. Inland, zones at the northern end of the planning area emphasize residential use, while a more general mix of uses is allowed under the zoning extending southward to and including Pioneer Square. The southern end of the study area includes industrial zones that prohibit residential use and limit the amount of floor area allowed for commercial activities.



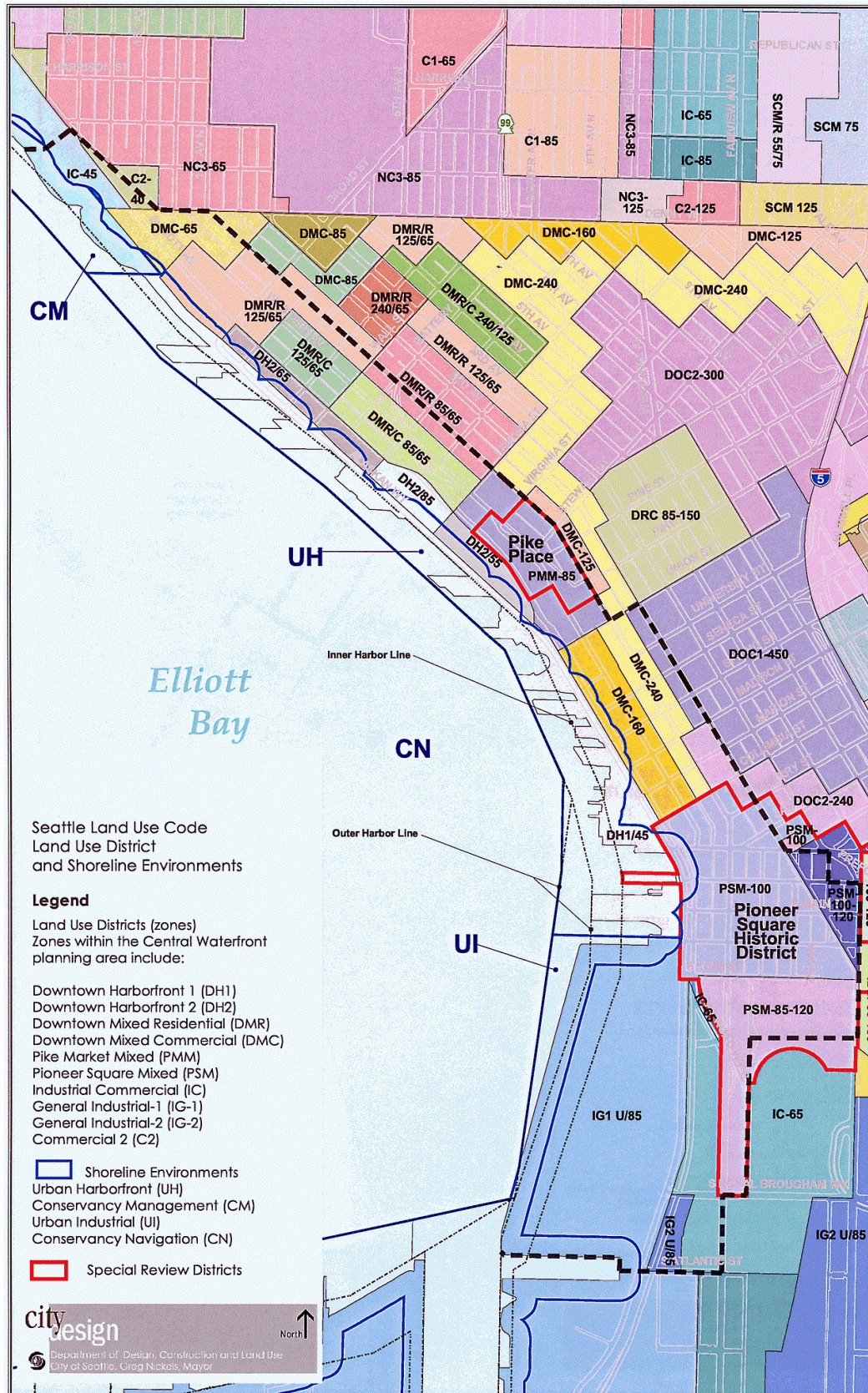


Figure 15. Zoning



## Policy Intent

The following is a brief description of the function and character intended for an area under the various zone designations. Additional details on zoning in the study area is provided in Chapter 1: Current Plans, Policies, and Regulatory Framework.

- **Downtown Harborfront 1 (DH1)**

Location. Shoreline area west of Alaskan Way between Jackson Street/Pier 48 and Bay Street.

Intent. Waterfront revitalization; promote water-dependent uses and opportunities for public access and recreation; and preserve historic maritime character.

- **Downtown Harborfront 2 (DH2)**

Location. East side of Alaskan Way from Pike St. to Broad St.

Intent. Allow mix of uses at a scale that complements shoreline development and enhances public access to the waterfront. Incentives promote open space and public access improvements while height/bulk limits help preserve views.

- **Downtown Mixed Commercial (DMC)**

Location. Western Ave. vicinity, edge of Downtown office core, Union St. to Columbia St.

Intent. Allow mix of uses; provide transition in scale and intensity of development between waterfront and office core.

- **Pike Market Mixed (PMM)**

Location. Pike Place market vicinity, north of Union St. to Lenora St. between 1st Ave. and Alaskan Way Viaduct

Intent. Preserve unique character, scale and function of the Market, while allowing compatible new development consistent with the Pike Place Project Urban Renewal Plan and the Historic District Preservation Plan.

- **Pioneer Square Mixed (PSM)**

Location. Pioneer Square vicinity, Columbia St. to Railroad Way S.

Intent. Promote mixed-use development compatible in character and scale with Pioneer Square's historical development pattern.

- **Downtown Mixed Residential (DMR)**

Location. Belltown vicinity, Lenora St. to Broad St.

Intent. Promote primarily residential use with a mix of compatible activities; development compatible with desired neighborhood character.

- **General Industrial 1 (IG1) U/85**

Location. Terminal 46

- **General Industrial 2 (IG2) U/85**

Location. Small area east of Alaskan Way between Royal Brougham Way S. and S. Atlantic St.

Intent. Accommodates most intensive manufacturing and industrial uses in the city; IG-1 places more restrictive limits on non-industrial uses (office and retail) than IG-2. Residential use is generally prohibited. IG-1 considered appropriate designation for industrial shoreline areas to protect marine related uses from encroachment of unrelated retail and commercial activity.

- **Industrial Commercial (IC) 45**

Location. West of Alaskan Way, extending north of Bay Street as far as W. Harrison Street.

- **Industrial Commercial (IC) 65**

Location. Most of area between Alaskan Way and 4th Ave. S. from Pioneer Square to S. Atlantic St.

Intent. Allows a range of manufacturing uses and less intensive industrial activity than IG zones. Encourages research and development use and other commercial activities compatible with industrial activity. Additional landscaping and development standards apply to promote more compatible environment for this type of activity. Residential use is prohibited.

## **Summary of Zoning Provisions**

- **Uses**

Except in the IC and IG 2 zones, industrial uses are prohibited, while residential use is only prohibited in these zones. Principal use parking garages are prohibited except in the DH2 zone where rules are more liberal to allow for parking serving waterside uses and public access to the waterfront by car. In the PSM zone, principal use parking garages are subject to special review by the Pioneer Square Preservation Board. Uses in areas like the Pioneer Square Preservation District and the Pike Place Market Historical District may be subject to review by the Boards and Commissions overseeing these districts.

- **Development Density**

In most zones, commercial density is controlled by a floor area ratio (FAR). Several zones have both a base FAR and maximum FAR established for commercial uses. To reach the maximum FAR, floor area above the base FAR must be gained through participation in the Downtown bonus and/or TDR programs.

In most zones, residential use is not subject to a density limit, but is controlled indirectly through height limits and bulk controls. The PSM zone in Pioneer Square governs the density of development allowed for any use through controls on the permitted building envelope, which are intended to ensure that the scale of new development is compatible with the existing scale of the district's historic structures.

- **Heights**

Maximum permitted building heights immediately east of Alaskan Way are: 65 feet in the IC zone along the edge of T-46, 100' and 120' in the PSM zones of Pioneer Square, 160' in the DMC area between Columbia and Union, stepping up to 240 feet east of Post Alley, 85' in Pike Place Market, 55', 65' and 85' north of the market in the DH2 zone, 125' in the portion of the DMR zone occupied by the sculpture park site and 65' in the DMC zone north to Denny Way. West of Alaskan Way, shoreline provisions control height, and these are described below.

This range of height limits generally reflects the Downtown height limit concept – “Height limits shall taper from an apex in the office core toward the perimeter of downtown to provide transitions to the waterfront and neighborhoods adjacent to downtown.”

## Shoreline District

Shorelines are an extremely complex regulatory environment, and many agencies have a role in determining use and development of shoreline areas. The Downtown waterfront from Pier 48 to Pier 70 (Urban Harborfront environment) is treated differently than the park area immediately to the north (which is the Conservancy Management environment) and the industrial area to the south (Urban Industrial environment).

### Central Section

- **Downtown Harborfront 1 (DH1) Zone and Urban Harborfront (UH) Shoreline Environment**

Regulations of the Urban Harborfront shoreline environment and the corresponding Downtown Harborfront 1 base zone support policy objectives and serve to reinforce the existing physical form and character of the harborfront. These combined designations apply to the largest shoreline portion of the Central Waterfront west of Alaskan Way, extending from S. Jackson Street northward to Bay Street.

Intent. The purpose of the UH Environment is to encourage economically viable water-dependent uses to meet the needs of waterborne commerce, facilitate the revitalization of the Downtown waterfront, provide opportunities for public access and recreational enjoyment of the shoreline, preserve and enhance elements of historic and cultural significance and preserve views of Elliott Bay and the land forms beyond.

Uses.

- Other than water-dependent uses, permitted uses include retail, restaurants, offices above wharf level, and parks.
- Residential and hotel uses are prohibited.
- Principal use parking is prohibited; but accessory parking for water-dependent or water related uses is allowed.

Water-Dependent Incentive – Council Conditional Use. Allows an increase in height to 60' or 75' and an increase in lot coverage to 65 percent for major water-dependent uses

- **Historic Character Area**

Piers 54 – 59 are designated in the shoreline provisions as an area of historic character with certain prescriptions for maintaining the pier shed form and exterior appearance. The original transit shed exterior form of these piers has been generally maintained, although some alteration of the original structures has occurred. Conditions that apply to develop in the Historic Character Area include:

- Landmarks Board review.
- Preservation of linear form of piers, orientation of piers to Alaskan Way, gabled roof forms, heavy timber construction, no setback from Alaskan Way, preserve historic railing.

## **Southern Section**

*General Industrial 1 (IG 1) Zone and Urban Industrial (UI) Shoreline Environment Land Use Regulations.* The southernmost portion of the Central Waterfront area west of Alaskan Way is zoned General Industrial 1 (IG-1) with a height limit of 85 feet that applies to structures occupied by specified non-industrial uses; manufacturing and industrial uses are not subject to a height limit. The shoreline portion of this area is subject to the provisions of the Urban Industrial (UI) shoreline environment established in Seattle's Shoreline Master Program.

- **General Industrial 1 (IG 1) U/85' Land Use District**

The General Industrial zones, IG-1 and IG-2, permit the most intensive manufacturing and industrial uses allowed in the city; the distinction between the two designations is that IG-1 is the most restrictive of the industrial zones in terms of limits placed on the amount of non-industrial uses allowed, such as office or retail. Residential use is generally prohibited. The IG-1 is considered the appropriate designation for industrial shoreline areas where the policy is to protect marine related uses from an inappropriate level of unrelated retail and commercial activity.

In the IG-1 portion of the Central Waterfront study area, there is no height limit for manufacturing and industrial uses, but other uses are limited to 85 feet.

Development density is subject to a floor area ratio (FAR) limit, which is 2.5 FAR for manufacturing and industrial uses and 1.0 for other permitted non-industrial uses. Furthermore, non-industrial uses like office, retail and restaurants are subject to maximum size of use limits, which in the Duwamish Manufacturing and Industrial Center are 50,000 square feet for office use, 25,000 square feet for retail, and 5,000 square feet for restaurants. Alaskan Way is designated as a street designated for landscaping, which requires new development to provide street trees or landscaped setback areas and screening for specified uses, such as outdoor storage.

- **Urban Industrial (UI) Shoreline Environment**

Intent. The purpose of the UI Environment is to provide for efficient use of industrial shorelines by major cargo facilities and other water-dependent and water-related industrial uses. Views are secondary to industrial development and public access is provided mainly on public lands or in conformance with an area-wide Public Access Plan.

Uses.

- *Permitted Uses.* Water-dependent and water-related uses are allowed, such as cargo terminals and passenger terminals, and shoreline recreation uses, as well as research and development laboratories, wholesale showrooms, warehouse and outdoor storage areas (except mini-warehouses in the Greater Duwamish Manufacturing and Industrial Center). A wide range of non-water dependent commercial uses are permitted as conditional uses.
- *Prohibited Uses.* Residential and hotel uses and eating and drinking establishments are prohibited; principal use parking is prohibited; accessory parking for water-dependent or water related uses is allowed.
- *Permitted Uses on Upland Lots.* In addition to uses permitted on waterfront lots, all commercial uses, open space uses, vocational and fine arts schools, and salvage and recycling uses are allowed on upland lots. However, these uses would be subject to the restrictions of the underlying IG-1 zoning.

## **Northern Section**

*Industrial Commercial 45' Zone and Conservancy Management Shoreline Environment.* This combination of designations applies to the northern portion of the Central Waterfront west of Alaskan Way, extending north of Bay Street as far as W. Harrison Street.

- **Industrial Commercial (IC) 45'**

The IC zone allows a range of manufacturing uses and less intensive industrial activity than that allowed in IG zones. Research and development use and other commercial activities are encouraged, with additional landscaping and development standards to promote a more compatible environment for this type of activity. Residential use is prohibited.

The portion of the IC zone in the CM shoreline environment of the study area has a 45 foot height limit, although on waterfront lots the shoreline provisions would supercede and limit to 30 feet. For upland lots, heights may be increased to 65 feet as a special exception if provisions are made for view corridors allowing views from Elliott Avenue towards Puget Sound. The view corridors must have a width equal to 35 percent of the lot width, with a minimum width of 30 feet. A large portion of the waterfront area is occupied by Myrtle Edwards Park. While this IC zone has a density limit of 2.5 FAR, size of use limits apply, limiting retail use to 75,000 square feet.

- **Conservancy Management (CM) Shoreline Environment**

Intent. The purpose of the CM Environment is to conserve and manage areas for public purposes, recreational activities and fish migration routes. While the natural environment is not to be maintained in a pure state, adverse impacts to natural beaches, migratory fish routes and the surrounding community are to be minimized.

Uses.

- *Permitted Uses.* Utility lines and shoreline recreation uses are permitted outright; a wide range of water-dependent/related uses may be authorized by the Director, including water-dependent passenger terminals and water dependent or water-related institutions; shoreline protective structures.
- *Prohibited Uses.* Residential and lodging, and most commercial uses are prohibited; principal use parking is prohibited.
- *Uses on Upland Lots.* In addition to uses permitted on waterfront lots, open space uses and institutional uses are permitted. All uses prohibited on waterfront lots are prohibited on upland lots.

## Special Districts and Overlay Areas

Two special review districts and one overlay area are established in upland areas to provide more specific guidance for achieving more development objectives than is possible under the base zoning alone. The specific provisions that apply in these areas are discussed in more detail in Chapter 1: Catalogue of Existing Plans and Policies and Regulatory Framework.

- **Pike Place Market Historical District**

Location. Area between the Alaskan Way Viaduct and 1st Ave. from Virginia Street on the north and the mid-block of Pike and Union Streets on the south.

Intent. Preserve area's historic character and implement Pike Place Market Urban Renewal Plan.

Uses. Uses determined by Pike Place Market Historical Commission. Some prohibited uses include manufacturing and industrial uses, outdoor storage, drive-in businesses

- **Pioneer Square Preservation District**

Location. The southern portion of the Central Waterfront planning area east of Alaskan Way/Railroad Way and 1st Avenue S. is within the Pioneer Square Historic District.

Intent. Preserve historic character of the area and comply with federal and state requirements within an adopted historic district.

Uses. Uses permitted unless specifically prohibited; prohibited uses include auto-oriented commercial uses



- **Stadium Transition Area Overlay District**

Location. The Stadium Transition Area extends south of the Pioneer Square Preservation District, with the southernmost portion extending as far as S. Holgate Street. Generally the area is between Alaskan Way on the west and the Burlington Northern Railroad right-of-way on the west and

Intent. Promote uses complementary to the large sports facilities of Safeco Field and Seahawks Stadium. Contribute to a safer pedestrian environment and permit a mix of uses supporting desired pedestrian-oriented character of the area and adjacent industrial zone, while minimizing conflicts with industrial uses.

Uses. Allows a mix of uses, including office development, to encourage redevelopment, create a pedestrian-friendly streetscape, and maintain the health and vibrancy of the areas when sports facilities are not in operation. Heavier manufacturing and industrial uses and principal use parking continue to be permitted in existing buildings. Residential use and hotels are prohibited. Limits on commercial uses discourage encroachment of more intensive uses on nearby industrial uses to the south.

## Historic and Cultural Preservation

The regulatory framework that the City of Seattle adopted relating to historic preservation, per the Seattle Landmarks Ordinance (SMC 25.12), provides a means of evaluating the significance of cultural and archaeological resources. In addition, resources within the Pioneer Square Historic District (SMC 23.66) are identified and protected by the Seattle Landmarks Preservation Ordinance.

The National Historic preservation Act and Washington state law (RCW 27.43, Archaeological and Historic Preservation) establish the National and State Registers of Historic Places.

### Landmark Designations

The Washington Street Boat Landing shelter, which includes a 19th century-style pergola, is listed on the National Register of Historic Places and has been designated by the State Office of Archaeology and Historic Preservation as having state historic significance. The shelter was first erected in 1920 to the southeast of the present site.

Most of the remaining waterfront piers were built between 1896 and 1930. Only one of the waterfront's piers, Pier 59 (Seattle Aquarium), is designated a historic landmark structure, and many pier sheds have undergone substantial alterations since their construction. The Harbor Patrol Station is within the Pioneer Square Historic District and is on the national register. Other historic elements along the waterfront include the concrete balustrades or railings between the piers and various markers commemorating historic events in the history of Elliott Bay.

Numerous structures in the upland portion of the study area are designated Seattle Landmarks. A list of these structures is included in the Urban Design section of this Background Report.

## Sources

February 1997, *Waterfront South, South Downtown Waterfront Master Development Plan*, by Hewitt-Isley for Washington State Ferries, City of Seattle, Port of Seattle, and King County.

March 2002, *Alaskan Way Viaduct and Seawall Project Urban Design Assessment*, by ROMA Design Group for Washington State Department of Transportation and the City of Seattle.

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Richard McIver  
Judy Nicastro  
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# Appendices

## A. Parcel Area by General Land Uses

Subarea	Office	Hotel/ Motel	Industrial/ Utility/ Warehouse/ Transportation	Public Facility/ Other	Public Open Space	Retail/ Service/ Entertainment	Residential Mixed-Use	Parking	Vacant
<b>Upland Commercial Core Area:</b>					<b>Total parcel area: 1,958,179 sq. ft. (45 Acres)</b>				
DMC	251,599	35,510	60,960	0	0	59,521	174,835	136,910	16,632
DOC 2	138,520	0	0	0	0	0	0	0	0
DOC 1	99,381	0	0	0	0	21,793	0	0	0
PMM	105,558	12,421	17,948	0	34,190	117,049	259,101	30,000	16,705
DH 2	84,899	64,254	73,003	0	0	0	118,839	13,591	0
DMR	14,960		0	0	0	0	0	0	0
Sub-total	694,917	112,185	151,911	0	34,190	198,363	552,775	180,501	33,337
<b>Upland Pioneer Square Area:</b>					<b>Total parcel area: 2,465,539 sq. ft. (56.6 acres)</b>				
PSM	579,350	13,041	520,560	467,730*	40,467	234,692	176,008	357,871	0
IC 65	0	0	75,820	0	0	0	0	0	0
Sub-total	579,350	13,041	596,380	467,730*	40,467	234,692	176,008	357,871	0
<b>Upland Belltown Area:</b>					<b>Total parcel area: 1,762,667 sq. ft. (40.5 acres)</b>				
DMR	124,259	13,311	75,254	0	224,598**	46,385	547,760	107,015	63,765
DMC	175,570	0	66,755	0	0	13,325	31,199	0	0
DH 2	121,554	0	28,853	40,350	0	26,797	0	0	1,917
Sub-total	421,383	13,311	170,862	40,350	224,598**	86,507	578,959	107,015	65,682
<b>Uptown Queen Anne:</b>					<b>Total parcel area: 31,168 sq. ft. (0.72 acre)</b>				
C2	0	0	29,900	0	0	0	0	0	1,268
<b>Ballard-Interbay-Northend Manufacturing &amp; Industrial Area:</b>					<b>Total parcel area: 98,350 sq. ft. (2.3 acres)</b>				
IC	98,350	0	0	0	0	0	0	0	0
<b>Upland Duwamish Manufacturing &amp; Industrial Area:</b>					<b>Total parcel area: 667,704 sq. ft. (15.3 acres)</b>				
IC 65	0	0	552,021	0	0	0	0	8,947	9,852
IG 2 U/85	47	0	70,467	0	0	0	0	0	26,375
Sub-total	47	0	622,488	0	0	0	0	8,947	36,227
<b>Shoreline Area – S. Atlantic Street to Thomas Street:</b>					<b>Total parcel area: 5,789,345 sq. ft. (133 acres)</b>				
DH 1	20,172	116,341	364,294	398,387	237,976	225,008	0	0	14,359
IC 45	0	0	0	0	77,924	0	0	0	0
IG 1 U/85	0	0	4,334,884	0	0	0	0	0	0
Sub-total	20,172	116,341	4,699,178	398,387	315,900	225,008	0	0	14,359
<b>TOTAL STUDY AREA:</b>					<b>12,773,007 (293.2 acres)</b>				
Total	1,814,219	254,878	6,270,719	906,467	669,205	744,570	1,307,742	654,334	150,873

Source: King County Assessor; City of Seattle, DCLU, parcel area excludes waterfront parcels.

\* Includes stadium area/north parking lot

\*\* Includes Sculpture Park site

## B. Percent of Total Floor Area by General Land Uses

Subarea	Office	Hotel/ Motel	Industrial/ Utility/ Warehouse/ Transportation	Public Facility/ Other	Public Open Space	Retail/ Service/ Entertainment	Residential Mixed-Use	Parking	Vacant
<b>Upland Commercial Core Area:</b>							<b>Total floor area: 10,274,135* sq. ft.</b>		
DMC	1,644,329	213,594	118,850	0	0	126,306	1,545,784	293,946	0
DOC 2	1,962,658	0	0	0	0	0	117,782	0	0
DOC 1	855,220	0	0	0	0	0	0	0	0
PMM	812,906	71,150	16,600	0	34,190	306,887	1,054,169	30,000	0
DH 2	468,365	254,273	0	0	0	0	301,229	0	0
DMR	80,087	0	0	0	0	0	0	0	0
Sub-total	5,823,565	539,017	135,450	0	34,190	433,193	3,018,964	323,946	0
<b>Upland Pioneer Square Area:</b>							<b>Total floor area: 6,324,794* sq. ft.</b>		
PSM	3,319,962	45,500	887,442	49,951	40,467	606,290	750,063	648,066	17,520
IC 65	0	0	0	0	0	0	0	0	0
Sub-total	3,319,962	45,500	887,442	49,951	40,467	606,290	750,063	648,066	17,520
<b>Upland Belltown Area:</b>							<b>Total floor area: 5,773,822* sq. ft.</b>		
DMR	177,015	46,320	162,780	0	224,598**	74,760	3,150,616	146,820	152,815
DMC	688,100	0	203,933	0	0	22,920	139,319	0	0
DH 2	741,206	0	108,300	0	0	40,320	0	135,982	0
Sub-total	1,606,321	46,320	475,013	0	224,598**	138,000	3,289,935	282,802	152,815
<b>Uptown Queen Anne:</b>							<b>Total floor area: 92,240 sq. ft.</b>		
C2	0	0	92,240	0	0	0	0	0	0
<b>Ballard-Interbay-Northend Manufacturing &amp; Industrial Area:</b>							<b>Total floor area: 420,654 sq. ft.</b>		
IC	420,654	0	0	0	0	0	0	0	0
<b>Upland Duwamish Manufacturing &amp; Industrial Area:</b>							<b>Total floor area: 326,412 sq. ft.</b>		
IC 65	0	0	261,900	0	0	0	0	0	0
IG 2 U/85	0	0	64,512	0	0	0	0	0	0
Sub-total	0	0	326,412	0	0	0	0	0	0
<b>Shoreline Area – S. Atlantic Street to Thomas Street:</b>							<b>Total floor area: 1,213,794* sq. ft.</b>		
DH 1	187,130	122,309	120,410	225,423	237,976	328,291	0	0	0
IC 45	0	0	0	0	77,924	0	0	0	0
IG 1 U/85	0	0	230,231	0	0	0	0	0	0
Sub-total	187,130	122,309	350,641	225,423	315,900	328,291	0	0	0
<b>TOTAL STUDY AREA:</b>							<b>24,643,235* sq. ft.</b>		
Total	11,357,632	753,146	2,267,198	275,374	669,205**	1,505,774	7,058,962	1,254,814	170,335

Source: King County Assessor; City of Seattle, DCLU, parcel area excludes waterfront parcels.

\* Excludes open space

\*\* Includes Olympic Sculpture Park site